United States District Court Northern District of California

CRIMINAL COVER SHEET

<u>Instructions</u>: Effective January 3, 2012, this Criminal Cover Sheet must be completed and submitted, along with the Defendant Information Form, for each new criminal case.

Case Name: USA v. FEDERICO R. BUENROSTRO, JR., aka Fred Buenrostro	Case Number: CR 13 – 0169 CRB
Total Number of Defendants: 1 2-7 8 or more	Is This Case Under Seal? Yes No
Does this case involve ONLY charges under 8 U.S.C. § 1325 and/or 1326? Yes No	
Venue (Per Crim. L.R. 18-1): SF OAK SJ EUR MON	
Is any defendant charged with a death-penalty-eligible crime? Yes No /	Assigned AUSA (Lead Attorney): Timothy J. Lucey
	_
Yes No V Is this a RICO Act gang case?	Timothy J. Lucey Date Submitted:

DEFENDANT INFORMATION RELATIVE TO	D A CRIMINAL ACTION - IN U.S. DISTRICT COURT
BY: COMPLAINT X INFORMATION INDICTMENT	Name of District Court, and/or Judge/Magistrate Location
OFFENSE CHARGED SUPERSEDING	
18 U.S.C. § 371 – Conspiracy to Commit Bribery and Honest Petty	. SAN FRANCISCO DIVISION
Services Fraud and to Defraud the United States Minor	DEFENDANT - U.S
	,
Misde mean	
▼ Felon	DISTRICT COURT NUMBER
PENALTY: Five years imprisonment; \$250,000 fine or twice the amount of gain or loss, whichever is greater; three years of supervised releas	cr 13 – 0169 CRB
and a \$100 special assessment	CR 13 – 0169 CRB PEFENDANTILL
	DEFENDANGUL 7 7 20
	DEFENDANTUL + 1 2014
PROCEEDING	IS NOT IN CUSTODY CLEAR OF THE STARD HE THE
Name of Complaintant Agency, or Person (& Title, if any)	IS NOT IN CUSTODY CLERK CONSTRUCT COURT Summons was served on above charges CALIFORNIA
Jason Crowe, USPIS Postal Inspector/S/A Ethan Quinn, FBI	summons was served on above charges CALIFORNIA
person is awaiting trial in another Federal or State Court,	2) T Is a Fugitive
give name of court	
	3) 🔀 Is on Bail or Release from (show District)
	Northern District of California
this person/proceeding is transferred from another district per (circle one) FRCrp 20, 21, or 40. Show District	
por (online only) () ()	IS IN CUSTODY
	4) On this charge
this is a reprosecution of	5) 50 Our and the second detailed
charges previously dismissed which were dismissed on motion SHOW	5) On another conviction
of: DOCKET NO.	6) Awaiting trial on other charges
U.S. ATTORNEY DEFENSE	If answer to (6) is "Yes", show name of institution
<u></u>	-
this prosecution relates to a pending case involving this same	Has detainer Yes If "Yes"
defendant MAGISTRATE	i i ve date
CASE NO.	DATE OF Month/Day/Year
prior proceedings or appearance(s) before U.S. Magistrate regarding this	ARREST
defendant were recorded under	Or if Arresting Agency & Warrant were not
Name and Office of Person Furnishing Information on this form	DATE TRANSFERRED Month/Day/Year TO U.S. CUSTODY
U.S. Attorney Other U.S. Agency	
	This report amends AO 257 previously submitted
Name of Assistant U.S. Attorney (if assigned)	This report amends No 201 providesly submitted
• • • • • • • • • • • • • • • • • • • •	ORMATION OR COMMENTS -
PROCESS:	
☐ SUMMONS ☒ NO PROCESS* ☐ WARRANT	Bail Amount:
If Summons, complete following: Arraignment Initial Appearance	* Where defendant previously apprehended on complaint, no new summons or
Defendant Address:	warrant needed, since Magistrate has scheduled arraignment
	Date/Time: Before Judge:
Comments:	

1	MELINDA HAAG (CABN 132612) United States Attorney		
2			
3			
4			
5			
6			
7	IN HEREN CELAT	TE DISTRICT COLIDT	
8			
9			
10	SAN FRANCISCO DIVISION		
11			
12			
13	UNITED STATES OF AMERICA,) No. CR 13 – 0169 CRB	
14	Plaintiff,	VIOLATION: 18 U.S.C. § 371 – Conspiracy to Commit Bribery and Honest Services Fraud, and to	
15	v.) Defraud the United States	
16	FEDERICO R. BUENROSTRO, JR., aka Fred Buenrostro,) (SAN FRANCISCO VENUE)	
17	Defendant.		
18	Defendant.		
19			
20		-'	
21	<u>SUPERSEDING INFORMATION</u>		
22	The United States Attorney charges:		
23	Introductory Allegations		
24	At all times relevant to this Superseding Information, unless otherwise specified:		
25	CalPERS and Buenrostro		
26	1. The California Public Employees	Retirement System ("CalPERS") was an entity created	
27	by the State of California that, among other duties and obligations, operated the pension benefit system		
28	and health care benefit programs for current and	former employees of the State of California and other	
	SUPERSEDING INFORMATION	1	

 public entities in California. CalPERS was headquartered in Sacramento, California, and maintained offices throughout California, including within the Northern District of California. CalPERS provided retirement and health care benefits, among other services, to residents in the Northern District of California and other beneficiaries. CalPERS received benefits in excess of \$10,000 under a Federal program involving a grant, contract, subsidy, loan, guarantee, or other form of federal assistance during each and every three hundred and sixty-five (365) day period from in or about June 2006 and continuing through in or about June 30, 2008.

- 2. CalPERS Board of Administration (the "CalPERS Board") was a statutory body vested with the exclusive authority to manage, control, and direct the administration of CalPERS' operations, including the investment of CalPERS' assets and the provision of health care benefits programs.

 Members of the CalPERS Board are obligated by statute to discharge their duties as fiduciaries solely in the interest of CalPERS' members and their beneficiaries.
- 3. The CalPERS Board appointed the Chief Executive Officer ("CEO") of CalPERS. The CEO was the highest-ranking officer within CalPERS. The CEO derived his or her powers to oversee the day-to-day administration of CalPERS' operations and employees by means of a written delegation of authority from the CalPERS Board that detailed a fiduciary duty to act solely in the best interest of CalPERS' members and their beneficiaries.
- 4. FEDERICO R. BUENROSTRO, JR., aka Fred Buenrostro ("BUENROSTRO"), occupied a position of trust at CalPERS, serving as the CEO of CalPERS from on or about December 1, 2002, until on or about May 12, 2008. As CEO, defendant BUENROSTRO was responsible for, among other things, the administration of CalPERS' financial affairs, including the operations of CalPERS' investment staff and was entrusted with, among other things, confidential, internal, and proprietary information relating to CalPERS' ongoing investments and prospective investment decisions in connection with CalPERS' administration of billions of dollars in assets.
- 5. Based on his position as an officer and employee of CalPERS, BUENROSTRO owed a duty of loyalty to the State of California, and its citizens, free from deceit, self-enrichment, concealment, and conflict between his personal interests and the interests of the State of California. Specifically, as CEO of CalPERS, BUENROSTRO owed the State of California and its citizens a duty to, among other

things: (a) refrain from using his official position or office to obtain personal benefit for himself or a family member, California Penal Code § 68 and California Code of Regulations, Title 2, § 558; (b) refrain from soliciting or receiving a thing of value for himself or a family member for the purpose of influencing official action, pursuant to California Penal Code § 68 and California Code of Regulations, Title 2, § 558; (c) maintain the confidentiality of information relating to the operations of CalPERS, pursuant to California Government Code § 1098 and California Code of Regulations, Title 2, § 558; (d) refrain from engaging in any employment, activity, and enterprise that was clearly inconsistent, incompatible, in conflict with, or inimical to his or her duties as a state officer or employee, pursuant to California Government Code § 19990 and California Code of Regulations, Title 2, § 558; and (e) disclose, and not conceal, personal financial interests, the nature and amount of income received, and other material financial information, pursuant to California Government Code § 19990 and California Code of Regulations, Title 2, § 558.

ARVCO and Villalobos

- 6. ARVCO Capital Research, LLC was a limited liability company organized and existing under the laws of the State of Nevada, with its principal place of business in Stateline, Nevada. ARVCO also did business under the names "ARVCO Capital Research," "ARVCO Financial Ventures, LLC," and "Capital Formation Partners." ARVCO Capital Research, LLC, ARVCO Capital Research, ARVCO Financial Ventures, LLC, and Capital Formation Partners will be referred to collectively hereinafter as "ARVCO."
- 7. ALFRED J. VILLALOBOS ("VILLALOBOS") was the founder, managing director, and majority shareholder for ARVCO and all of its predecessor entities.
- 8. Prior to founding ARVCO, VILLALOBOS had been appointed to the Board of Administration of CalPERS, on which he served from approximately 1992 to approximately 1995.
- 9. VILLALOBOS operated ARVCO as a placement agent that solicited investments by public pension funds into private equity funds. ARVCO was typically paid an agreed-upon fee based on the percentage of the total dollar amount invested by the public pension fund.
- 10. In or around March 2007, Apollo Global Management ("Apollo"), a private equity firm based in New York, New York, that had previously used ARVCO's services in connection with prior

investments by CalPERS into its funds, registered with the Securities and Exchange Commission ("SEC") as an investment advisor. Thereafter, in order to comply with securities laws and regulations, Apollo required all of its placement agents to obtain a signed "Investor Disclosure" letter from any investor that they successfully placed in an Apollo-managed fund. Among other purposes, the Investor Disclosure letters memorialized the fact that Apollo investors had been made aware of the relationship between the placement agent and Apollo, including the fees to be paid to the placement agent based on the nature and size of the investor's commitment to a given Apollo fund. Apollo maintained these Investor Disclosure letters provided by the placement agents in its files to comply with the SEC's requirement that investment advisors keep and maintain accurate books and records, among other reasons.

- 11. Between approximately August 2007 and approximately April 2008, CalPERS invested approximately \$3 billion into funds managed by Apollo, identified as: Fund VII, Apollo Investment Europe ("AIE"), Special Opportunities Managed Account ("SOMA"), European Principal Loan Fund ("EPF"), and Credit Opportunity Fund ("COF") (referred to collectively hereinafter as "Apollo-managed funds").
- 12. ARVCO acted as the placement agent on behalf of Apollo in connection with each of these investments by CalPERS. In each instance, Apollo required ARVCO to obtain a written Investor Disclosure letter from CalPERS prior to paying ARVCO any fees for its efforts in securing CalPERS' investments in each of the subject Apollo-managed funds, citing, among other reasons, Apollo's obligations under the Investment Advisers Act of 1940. All references to Investor Disclosure letters throughout this Superseding Information refer collectively to the letters relating to CalPERS' investments, placed by ARVCO, into Fund VII, AIE, SOMA, EPF, and COF.
- 13. On or about August 23, 2007, in response to a request from ARVCO's General Counsel, a CalPERS Senior Portfolio Manager advised ARVCO that CalPERS would not sign the proposed Investor Disclosure letter and referred any further questions regarding the matter to CalPERS' in-house counsel. ARVCO's General Counsel contacted CalPERS' in-house counsel, who confirmed that CalPERS would not execute the requested Investor Disclosure letter. Shortly thereafter, ARVCO's General Counsel informed VILLALOBOS that CalPERS would not execute the requested Investor

United States' Investigation of ARVCO

- 14. On or about May 9, 2009, ARVCO registered with the SEC as a broker-dealer. As a registered broker-dealer, ARVCO was thereafter required, among other duties and obligations, to make and to keep accurate books and records detailing, among other things, its securities transactions, and to furnish copies of those records and other information to the SEC upon request.
- 15. On or about July 17, 2009, the SEC sent a Section 21(a) inquiry to ARVCO seeking information about, among other things, its role as a placement agent in connection with investments by public pension funds into private equity and other investment vehicles.
- 16. On or about May 18, 2010, the United States Postal Inspection Service ("USPIS") opened a criminal investigation of ARVCO into possible mail fraud, wire fraud, and related charges. The focus of the inquiry included ARVCO's response to the SEC regarding its role as a placement agent in connection with investments made by CalPERS in private equity funds, the circumstances surrounding ARVCO's receipt of commission fees from Apollo, and Investor Disclosure letters relating to CalPERS' investments into Apollo-managed funds in 2007 and 2008.
- 17. On or about June 1, 2010, the Federal Bureau of Investigation ("FBI") opened a criminal investigation into substantially similar matters. Shortly thereafter, the USPIS and FBI agreed to investigate jointly the matters relating to ARVCO and its participation in CalPERS' investments into Apollo-managed funds.
- 18. During the course of the investigations conducted by the SEC, the USPIS, and the FBI, the following matters, among others, were material to each:
 - a. The existence of a financial relationship between VILLALOBOS and BUENROSTRO;
 - b. When, and the manner and means by which, someone signed Investor Disclosure letters on behalf of CalPERS in connection with CalPERS' investments in certain Apollo-managed funds;
 - c. Whether and when anyone provided any of the signed Investor Disclosure letters to CalPERS' intra-office mail system for filing in its investment records database; and,
 - d. Whether and to what extent an ARVCO representative asked anyone to sign Investor Disclosure letters that were missing substantive terms.

On or about February 3, 2012, BUENROSTRO submitted to a voluntary 19. interview in San Francisco, California, with the SEC, the USPIS, the FBI, and United States Attorney's Office ("USAO") in connection with their ongoing investigations. BUENROSTRO responded to questions about his role in, and knowledge of, the creation, execution, and transmittal of the Investor Disclosure letters relating to CalPERS' investments into Apollo-managed funds in 2007 and 2008, as well as the nature of his financial relationship with VILLALOBOS.

The Offense

Beginning no later than 2005 and continuing to at least December 20. 2013, both dates being approximate and inclusive, in the Northern District of California, and elsewhere, the defendant,

FEDERICO R. BUENROSTRO, JR., aka Fred Buenrostro,

and others, including VILLALOBOS, did knowingly and intentionally conspire to commit offenses against the United States, that is,

- to corruptly give and accept bribes, in violation of Title 18, United States Code, Section 666(a)(1)(B) and (a)(2);
- to devise and intend to devise a scheme and artifice to defraud the citizens of the b. State of California of their right to the honest services of defendant BUENROSTRO, in violation of Title 18, United States Code, Sections 1341, 1343, and 1346;

and did knowingly and intentionally conspire with others, including VILLALOBOS, to defraud the United States through deceit, craft, trickery, and dishonest means for the purpose of attempting to defeat and obstruct the lawful functions of the SEC, USPIS, and FBI, in the oversight and enforcement of the laws relating to the offer, sale, and purchase of securities, and other federal criminal laws.

Manner and Means of the Conspiracy

Beginning no later than 2005, during and after BUENROSTRO's tenure as CEO of 21. CalPERS, VILLALOBOS gave BUENROSTRO and his family, and BUENROSTRO accepted, things of value, for the purpose of influencing and rewarding BUENROSTRO in connection with the business of CalPERS, which things of value included the following:

28 ////

23

24

25

26

SUPERSEDING INFORMATION

- Overt Acts In furtherance of the conspiracy and to effect the objects thereof, the following 24. overt acts were committed in the Northern District of California and elsewhere: On or about November 2004, VILLALOBOS hosted BUENROSTRO's wedding a. at VILLALOBOS' home in Nevada and paid for his wedding-related expenses; In or about 2005, VILLALOBOS provided casino chips with redeemable cash b. value to certain (now former) members of the CalPERS Board and BUENROSTRO's wife, prior to the CalPERS Board considering a proposal from a health care company in connection with CalPERS' healthcare benefit program; In or about 2005, VILLALOBOS paid for BUENROSTRO to stay approximately c. two nights at Harvey's Resort and Casino in Nevada; In or about 2006, VILLALOBOS paid for BUENROSTRO to stay approximately d. one night at Harrah's Lake Tahoe Resort and Casino in Nevada; In or about November 2006, VILLALOBOS paid for BUENROSTRO's first class e. airfare, hotel accommodations, meals, and entertainment as VILLALOBOS accompanied BUENROSTRO in his official capacity as CalPERS' CEO to a series of business meetings in Dubai, Hong Kong, and Macau; In or about 2007, VILLALOBOS made, and BUENROSTRO accepted, a series of f. direct cash payments in Sacramento, California, that eventually totaled approximately \$200,000; On or about January 2, 2008, VILLALOBOS, BUENROSTRO, and others g. CalPERS' investment in Fund VII;
 - created a backdated Investor Disclosure letter for ARVCO in connection with
 - On or about January 3, 2008, VILLALOBOS caused that Fund VII Investor h. Disclosure letter to be transmitted via interstate carrier from Nevada to New York:
 - On or about January 11, 2008, BUENROSTRO signed, and in some cases dated, i. Investor Disclosure letters that were missing substantive terms;
 - On or about January 13, 2008, VILLALOBOS and others inserted substantive į. terms summarizing ARVCO's role in connection with CalPERS' investments in AIE, SOMA, and EPF, onto the incomplete Investor Disclosure letters previously signed and dated by BUENROSTRO;
 - On or about January 14, 2008, VILLALOBOS caused the Investor Disclosure k. letters for AIE, SOMA, and EPF, to be transmitted via interstate carrier from California to New York;
 - On or about March 14, 2008, BUENROSTRO transmitted an email in which he 1. disclosed the contents of a confidential memorandum from the Chairman of CalPERS' Board to BUENROSTRO and requested VILLALOBOS' input and assistance in crafting BUENROSTRO's response to the Chairman;
 - On or about June 19, 2008, VILLALOBOS and others inserted substantive terms m. summarizing ARVCO's role in connection with CalPERS' investment in COF,

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

26

27

SUPERSEDING INFORMATION

1	
2	
3	
4	
5	
6	
7	
8	
9	
10	
11	
12	
13	
14	
15	
16	
17	
18	
19	
20	
21	
22	
23	
24	
25	
26	
27	.

- (3) he did not backdate any Investor Disclosure letters; and,
 (4) he had signed two original copies of complete Investor Disclosure letters for Fund VII, SOMA, AIE, EPF, and COF, whereupon he had provided one original to ARVCO and submitted the second original to CalPERS' intra-office mail for filing in CalPERS' investment files;
- y. On or about November 7, 2012, VILLALOBOS falsely answered certain questions under oath in a deposition in the civil action of *People v. Villalobos et al.*, (Los Angeles County Superior Court, SC 107850), regarding his financial relationship with BUENROSTRO and his role in, and knowledge of, the creation, execution, and transmittal of the fraudulent Investor Disclosure letters;
- z. On or about November 8, 2012, VILLALOBOS falsely answered certain questions under oath in a deposition in the civil action of *People v. Villalobos et al.*, (Los Angeles County Superior Court, SC 107850), regarding his financial relationship with BUENROSTRO and his role in, and knowledge of, the creation, execution, and transmittal of the fraudulent Investor Disclosure letters;
- on or about November 9, 2012, VILLALOBOS falsely answered certain questions under oath in a deposition in the civil action of *People v. Villalobos et al.*, (Los Angeles County Superior Court, SC 107850), regarding his financial relationship with BUENROSTRO and his role in, and knowledge of, the creation, execution, and transmittal of the fraudulent Investor Disclosure letters;
- bb. On or about November 19, 2012, VILLALOBOS falsely answered certain questions under oath in a deposition in the civil action of *People v. Villalobos et al.*, (Los Angeles County Superior Court, SC 107850), regarding his financial relationship with BUENROSTRO and his role in, and knowledge of, the creation, execution, and transmittal of the fraudulent Investor Disclosure letters;
- On or about June 6, 2013, VILLALOBOS falsely answered certain questions under oath in a deposition in the civil action of *Villalobos v. Apollo, et al.*, (United States Bankruptcy Court, in and for the District of Nevada, No. 3:10-BK-52248-GWZ; 3:13-AP-5017-GWZ), regarding his financial relationship with BUENROSTRO and his role in, and knowledge of, the creation, execution, and transmittal of the fraudulent Investor Disclosure letters;
- dd. On or about June 26, 2013, VILLALOBOS falsely answered certain questions under oath in a deposition in the civil action of *Villalobos v. Apollo, et al.*, (United States Bankruptcy Court, in and for the District of Nevada, No. 3:10-BK-52248-GWZ; 3:13-AP-5017-GWZ) regarding his financial relationship with BUENROSTRO and his role in, and knowledge of, the creation, execution, and transmittal of the fraudulent Investor Disclosure letters;
- ee. On or about December 10, 2013, VILLALOBOS falsely answered certain questions under oath in a deposition in the civil action of *Villalobos v. Apollo, et al.*, (United States Bankruptcy Court, in and for the District of Nevada, No. 3:10-BK-52248-GWZ; 3:13-AP-5017-GWZ) regarding his financial relationship with BUENROSTRO and his role in, and knowledge of, the creation, execution, and transmittal of the fraudulent Investor Disclosure letters; and,
- ff. On or about December 11, 2013, VILLALOBOS falsely answered certain questions under oath in a deposition in the civil action of *Villalobos v. Apollo, et al.*, (United States Bankruptcy Court, in and for the District of Nevada, No. 3:10-BK-52248-GWZ; 3:13-AP-5017-GWZ) regarding his financial relationship with

BUENROSTRO and his role in, and knowledge of, the creation, execution, and transmittal of the fraudulent Investor Disclosure letters.

All in violation of Title 18, United States Code, Section 371.

DATED: Jely 11, 2014

MELINDA HAAG United States Attorney

DOUGLAS WILSON hief, Criminal Division

Approved as to form:

TIMOTHY J. LUCEY PHILIP A. GUENTERT

Assistant United States Attorneys

1 /